



COUNTY OF SAN DIEGO

LAND USE AGENDA ITEM

BOARD OF SUPERVISORS

GREG COX
First District

DIANNE JACOB
Second District

PAM SLATER-PRICE
Third District

RON ROBERTS
Fourth District

BILL HORN
Fifth District

DATE: October 29, 2008

TO: Board of Supervisors

SUBJECT: ORGANIZATIONAL AND FUNCTIONAL IMPROVEMENTS IN THE
LAND USE AND ENVIRONMENT GROUP (District: All)

SUMMARY:

Overview

The Land Use and Environment Group has initiated a functional and organizational analysis of various departments to better align and coordinate specific programs and to streamline regulatory processes.

Beginning in January 2008, the County's land development process was analyzed. The Department of Planning and Land Use functions as lead for this process with assistance from other departments including the Department of Public Works, Department of Environmental Health and the Department of Parks and Recreation. The goals of this analysis were to (1) improve customer service; (2) improve the quality and completeness of work in a timely manner, and (3) ensure that land development processes promote safe and livable communities.

The County contracted with a consultant that specializes in functional assessments of land development agencies, to complete the work. The resulting report included thorough analysis of the internal land development procedures and functional structure of the land development process within the County, as well as extensive outreach and discussions with customers and stakeholders.

A Report highlighting findings from the Functional and Organizational Analysis of the Department of Planning and Land Use was completed in September 2008 and includes approximately 70 recommendations designed to improve the Department of Planning and Land Use, including land development processes as they relate to other departments within the County. The proposed action is to accept the Report and reorganize several functions within the Land Use and Environment Group to create efficiencies and improve customer service.

In addition, the Land Use and Environment Group has been reviewing operations across its group and realized economies and efficiencies could be achieved by merging the operations of the Farm and Home Advisor and Agricultural, Weights and Measures departments.

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Recommendation(s)

CHIEF ADMINISTRATIVE OFFICER

1. Accept the Functional and Organizational Analysis of the Department of Planning and Land Use Report (Report).
2. Establish appropriations of \$245,000 in the Department of Planning and Land Use to assist with the implementation of the Land Development Services reorganization based on Land Use and Environment Group's Fiscal Year 2007-08 fund balance available. (4 VOTES)
3. Transfer appropriations of \$734,063 from the Department of Planning and Land Use to the Department of Public Works General Fund for the transfer of the Watershed Management Functions per the consultant's recommendations.
4. Cancel appropriations and related revenue of \$831,155 in the Department of Public Works Road Fund for the transfer of the Land Development - Permit Counter Program to the Department of Planning and Land Use, per the consultant's recommendations.
5. Establish appropriations and related revenue of \$831,155 in the Department of Planning and Land Use for the transfer of the Land Development - Permit Counter Program from the Department of Public Works. (4 VOTES)
6. Transfer appropriations and related revenue of up to \$660,000 from the Farm and Home Advisor Program to the Agriculture, Weights and Measure Program, in order to increase and improve efficiencies.
7. Approve and authorize the Director of Department of Human Resources to implement the personnel actions recommended in this Report and as identified in this Board Letter, effective November 7, 2008. .

Fiscal Impact

If approved these actions will cancel budgeted appropriations and related funding of \$831,155, transfer appropriations of up to \$1,394,063 and establish appropriations of \$1,076,155 resulting in a net increase of appropriations of \$245,000. Funding sources include Land Use and Environment Group Fiscal Year 2007-08 available fund balance and permit fees. A detailed breakdown is as follows:

Department of Planning and Land Use will transfer appropriations of \$734,063 and five full time equivalents (FTE) to Department of Public Works General Fund for the Watershed Program. The department will also establish appropriations of \$831,155 and 11 FTE's as a result of the transfer of the Permit Counter activities from the

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Department of Public Works Road Fund. In addition, the department will establish appropriations of \$245,000 for the implementation of the reorganization of the land development activities based on Land Use and Environment Group's Fiscal Year 2007-08 fund balance available.

Department of Public Works Road Fund will cancel appropriations and related revenue of \$831,155 and 11 FTE's as part of the Permit Counter activities transfer to the Department of Planning and Land Use. Department of Public Works, General Fund will accept the transfer of the Watershed Program from the Department of Planning and Land Use along with the five FTE's and up to \$763,063 in appropriations and related revenue.

Farm and Home Advisor will transfer appropriations of up to \$660,000 and nine FTE's to the Department of Agriculture, Weights and Measures as part of the efficiency improvements within LUEG Departments.

Business Impact Statement

The mission of the Land Use and Environment Group (LUEG) is to unify the County's efforts in environmental preservation, quality of life, economic development, recreation and infrastructure development and maintenance. Creating efficiencies within the departments of LUEG will benefit the County customers and the general public. The organizational and functional changes discussed in the Report and this letter will improve customer service and improve the quality and completeness of work. These improvements will result in the enhanced ability for LUEG to promote environmental preservation and economic development, in accordance with its mission.

Advisory Board Statement

N/A

BACKGROUND:

The Land Use and Environment Group (LUEG) initiated functional and organizational analyses of various departments to better align and coordinate specific programs and to streamline regulatory processes. Beginning in January 2008, the County's land development process was analyzed. The Department of Planning and Land Use (DPLU) functions as lead for this process with assistance from other departments including the Department of Public Works (DPW), Department of Environmental Health (DEH) and the Department of Parks and Recreation (DPR). The goals of the study were to (1) improve customer service; (2) improve the quality and completeness of work in a timely manner, and (3) ensure that the land development processes promote safe and livable communities.

The County contracted with a consultant that specializes in functional assessments of land development agencies to complete the Functional and Organizational Analysis of the Department of Planning and Land Use and to prepare a report on its findings (Attachment A). The scope of the report included significant internal and external research to provide the consultant with a comprehensive analysis of DPLU and the land development process. Based on this analysis, the

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Report outlines ten major findings and recommendations for improvement. These findings form the framework for approximately 70 more detailed recommendations to improve DPLU and the land development process. A summary of the process is as follows.

Internal Analysis:

The consultant performed over sixty interviews with executives and staff of DPLU and other departments involved in the land development process, including DPW, DPR and DEH. In addition, employee surveys were conducted to assess department strengths and weaknesses. The consultant also examined land development procedures and policies, current and future performance measures, customer satisfaction and budget to better understand the land development process in the context of the General Management System.

External Analysis:

Customer and public input was a critical element of this report. The consultant conducted a customer and stakeholder survey to assess their expectations, satisfaction and priorities. Stakeholder meetings were held to include participation and input from land development consultants, environmental interest groups, planning and sponsor groups and any other public participants that wished to discuss concerns of the land development process. Several focus groups were also held with applicants for major subdivisions, minor subdivisions, commercial and industrial permits, as well as a focus group exclusively for community planning and sponsor groups. In addition, the consultant conducted several one-on-one interviews with many applicants and stakeholders that wished to share more detailed comments and suggestions. Any individual who wished to speak with the consultant was given the opportunity.

Major Findings:

The consultant synthesized the internal analysis of the departments and land development process with the input from applicants and stakeholders. The resulting report identifies ten major findings and recommendations that capture the major issues for DPLU and other departments involved in the land development process. These findings serve as strategic opportunities for improvement and each include more detailed recommendations for change. The major findings are as follows:

1. Customer service must be the top priority in the new organization;
2. Processing times need to be monitored closely to ensure leadership is available to support responsive high-quality decisions close to the point of contact with the customer;
3. The silos and walls between the departments and divisions involved in the development review permitting system need to be eliminated;
4. Delivering a high-quality, highly-consistent and highly-coordinated work product requires an ongoing, continual reassessment of regulations and procedures;
5. Emphasis must be placed upon delivering desirable outcomes for the County and its customers and stakeholders;

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6. Performance measures need to address a broader set up more qualitative factors;
7. The County and departments need to continually invest and train for new technologies;
8. The Department must make a serious commitment to ongoing training and professional development for its valued employees;
9. Emphasis should be placed on internal communication within the County and external communication with customers and stakeholders; and
10. The County needs to organize around the development review permitting process, rather than within its historical silos.

To implement the Report, the Service First Initiative (Attachment B) was developed to serve as the implementation plan for the recommendations in the Report. The majority of recommendations will be implemented within six months, although some will require additional time. A progress report will be provided to your Board at the six-month and one-year marks. Implementation of this report will help facilitate the transition of land development services from a task oriented process to a more customer/stakeholder centric focus.

Organizational Changes:

As the Report identified, many of the programs within various LUEG departments converge in many important respects. Merging of certain functions would improve efficiency, reduce the potential for redundancy and enhance communication between staff and stakeholders.

Regulatory Planning:

As presently structured, DPLU functions as the lead for development services and regulatory planning. Several departments in LUEG also support the development services and regulatory planning services. These other departments essentially function as “consultants” to DPLU. DPW has the most contact with DPLU in this capacity and interacts with DPLU on a daily basis. As such, development services and traffic planning staff within DPW will be co-located with DPLU. This co-location will increase communication and functional threading of the departments, resulting in an improved development services process for the customer. This will also create a more seamless process for the customer, where they will feel the benefits of working with one County as opposed to multiple departments.

Permit Counter:

Presently DPW and DPLU have separate permit counter services that provide land use permits to customers. The customer is required to work with each of these permit centers separately to acquire certain permits. The proposed recommendations would transfer 11 positions from the DPW permit counter function to DPLU. The resulting improvements will create a more seamless permit center experience for the customer. See Attachment C for more detail regarding transfers.

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Watershed Management

Presently, DPLU and DPW have separate programs that deal with watershed management and protection. The proposed recommendations would transfer five positions from the DPLU watershed management functions to DPW. Merging these functions will improve efficiency by combining teams of professionals with similar duties and responsibilities resulting in enhanced collaboration and ability to protect the watersheds and environment.

Farm and Home Advisor

In addition to the changes recommended in the Report, LUEG is proposing additional changes within other LUEG departments to improve efficiencies. As part of the County's commitment to the University of California Cooperative Extension program, the County provides office space and staffing to the Farm and Home Advisor's Office (FHA). Opportunities to improve communication and create economies of scale were identified in FHA by shifting nine County positions currently assigned to FHA to the Department of Agriculture, Weights and Measures (AWM). Both departments will maintain their unique purpose and mission and County staff will continue to support FHA's mission.

Linkage to the County of San Diego's Strategic Plan

The County Strategic Plan includes initiatives for the Environment and Safe and Livable Communities. Organizational and functional improvements in the Land Use and Environment Group will facilitate and streamline processes to achieving specific objectives contained in the Environment and Safe and Livable Communities initiatives.

Respectfully submitted,



CHANDRA L. WALLAR
Deputy Chief Administrative Officer

ATTACHMENT(S)

- A – Organizational and Functional Improvements Report
- B – Service First Initiative - Implementation Plan
- C – Organizational Change Details

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AGENDA ITEM INFORMATION SHEET

CONCURRENCE(S)

COUNTY COUNSEL REVIEW	<input checked="" type="checkbox"/> Yes	
Written disclosure per County Charter §1000.1 required?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
GROUP/AGENCY FINANCE DIRECTOR	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
CHIEF FINANCIAL OFFICER	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
Requires Four Votes	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
GROUP/AGENCY INFORMATION TECHNOLOGY DIRECTOR	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
COUNTY TECHNOLOGY OFFICE	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> N/A
DEPARTMENT OF HUMAN RESOURCES	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
Other Concurrence(s):	Department of Planning and Land Use Department of Public Works Department of Environmental Health Department of Parks and Recreation Department of Agriculture, Weights and Measures Farm and Home Advisor	

ORIGINATING DEPARTMENT: Land Use and Environment Group

CONTACT PERSON(S):

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AUTHORIZED REPRESENTATIVE: _____
CHANDRA L. WALLAR, DCAO

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AGENDA ITEM INFORMATION SHEET
(continued)

PREVIOUS RELEVANT BOARD ACTIONS:

N/A

BOARD POLICIES APPLICABLE:

N/A

BOARD POLICY STATEMENTS:

N/A

CONTRACT AND/OR REQUISITION NUMBER(S):

N/A

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FISCAL IMPACT STATEMENT

DEPARTMENT: Planning and Land Use

PROGRAM: Multiple Species Conservation Program - Watershed

PROPOSAL:

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	\$734,063	-\$734,063	\$0	\$0	\$0
Revenue/Other Offset	\$0	\$0	\$0	\$0	\$0
NET GENERAL FUND COST	\$734,063	-\$734,063	\$0	\$0	\$0
Staff Years	5	-5	0	0	0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:
General Purpose Revenue

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

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FISCAL IMPACT STATEMENT

DEPARTMENT: Planning and Land Use

PROGRAM: Regulatory

PROPOSAL: Land Development Public Counter

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a) Budgeted Amount For Proposal	(b) Proposed Change in Budgeted Amount	(c) Proposed Revised Current Year Budget (a+b)	(d) 1st Subsequent Year	(e) 2nd Subsequent Year
Direct Cost	\$0	\$831,155	\$831,155	\$1,306,685	\$1,318,018
Revenue/Other Offset	\$0	\$831,155	\$831,155	\$1,306,685	\$1,318,018
NET GENERAL FUND COST	\$0	\$0	\$0	\$0	\$0
Staff Years	0	11	11	11	11

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:
Permit Fees

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

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FISCAL IMPACT STATEMENT

DEPARTMENT: Planning and Land Use

PROGRAM: All

PROPOSAL: Service First Initiative

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	\$0	\$245,000	\$245,000	\$0	\$0
Revenue/Other Offset	\$0	\$0	\$0	\$0	\$0
NET GENERAL FUND COST	\$0	\$245,000	\$245,000	\$0	\$0
Staff Years	0	0	0	0	0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:
LUEG FY 07-08 Fund Balance

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

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FISCAL IMPACT STATEMENT

DEPARTMENT: Agriculture, Weights & Measures

PROGRAM: Farm and Home Advisor

PROPOSAL: Establish Appropriations for New Program in AWM

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a) Budgeted Amount For Proposal	(b) Proposed Change in Budgeted Amount	(c) Proposed Revised Current Year Budget (a+b)	(d) 1st Subsequent Year	(e) 2nd Subsequent Year
Direct Cost	0	660,000	660,000	1,000,000	1,000,000
Revenue/Other Offset	0	0	0	0	0
NET GENERAL FUND COST	0	660,000	660,000	1,000,000	1,000,000
Staff Years	0.0	9.0	9.0	9.0	9.0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

Appropriations of up to \$660,000 may be transferred from the Farm and Home Advisor to the Department of Agriculture, Weights and Measures. The initial transfer of \$440,000 is for the Salary and Benefit costs, the remainder of the funds will be transferred as necessary throughout the year to cover ISF charges.

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FISCAL IMPACT STATEMENT

DEPARTMENT: Farm and Home Advisor

PROGRAM: Farm and Home Advisor

PROPOSAL: Transfer Appropriations to AWM to Establish Program

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	1,071,976	-660,000	411,976	0	0
Revenue/Other Offset	0	0	0	0	0
NET GENERAL FUND COST	1,071,976	-660,000	411,976	0	0
Staff Years	0.0	-9.0	0.0	0.0	0.0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

Appropriations of up to \$660,000 may be transferred from the Farm and Home Advisor to the Department of Agriculture, Weights and Measures. The initial transfer of \$440,000 is for the Salary and Benefit costs, the remainder of the funds will be transferred as necessary throughout the year to cover ISF charges.

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FISCAL IMPACT STATEMENT

DEPARTMENT: Department of Public Works

PROGRAM: Watershed Protection Program

PROPOSAL: Transfer Watershed Protection functions from DPLU to DPW

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	\$0	\$734,063	\$734,063	\$766,405	\$772,388
Revenue/Other Offset	\$0	\$0	\$0	\$0	\$0
NET GENERAL FUND COST	\$0	\$734,063	\$743,063	\$766,405	\$772,388
Staff Years	0	5	5	5	5
<hr/>					
Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:					
General Purpose Revenue		734,063	743,063	\$766,405	\$772,388

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A

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FISCAL IMPACT STATEMENT

DEPARTMENT: Department of Public Works
PROGRAM: Land Development Public Counter
PROPOSAL: Cancel Appropriations and Related Revenue

	FUTURE YEARS ESTIMATED BUDGET OF PROPOSAL IF ADOPTED				
	(a)	(b)	(c)	(d)	(e)
	Budgeted Amount For Proposal	Proposed Change in Budgeted Amount	Proposed Revised Current Year Budget (a+b)	1st Subsequent Year	2nd Subsequent Year
Direct Cost	\$831,155	-\$831,155	\$0	\$0	\$0
Revenue/Other Offset	\$831,155	-\$831,155	\$0	\$0	\$0
NET GENERAL FUND COST	\$0	\$0	\$0	\$0	\$0
Staff Years	11	-11	0	0	0

Sources of Revenue/Other Offset for Proposed Change and Subsequent Years:

Space-Related Impacts: Will this proposal result in any additional space requirements? ☐ Yes ☒ N/A

Support/Other Departmental Impacts: ☐ Yes ☒ N/A

Remarks: ☒ Yes ☐ N/A